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ABSTRACT

This symposium of the ad hoc committee on integration of the Ontario (Canada) Teachers of English as a Second Language (TESL) reports educators' concerns with providing adequate support for immigrant and refugee students, maintaining the integrity, voice, and visibility of ESL education in school boards, and advocating and providing guidelines for education ministry policy. The term "integration" in this case refers to the practice of providing adequate and appropriate programs for students with special language and/or literacy needs so they can be integrated into regular classroom instruction. The report details the specific issues discussed by the group and their stated concerns, and makes recommendations for educational provision, policy, and action. The issues and concerns include: defining "integration"; ensuring equitable treatment of all students; the role and training of international and community language instructors who may not have appropriate teaching qualifications; provisions of special education services for this population; identification of ESL students; academic risk factors for this population; leadership in program design and pedagogy; and preservice and inservice teacher education. (MSE)

The symposium on integration issues

by Mary Myers and the TESL Ad Hoc Committee on Integration Issues

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The symposium on integration issues

by Mary Meyers and the TESL Ad Hoc Committee on Integration Issues

"The limits of my language are the limits of my life"

Wittgenstein

"We must distinguish between inconvenience and injustice"

Jonathan Kozol, *Savage Inequalities: Children in American Schools*

"A monolingual system of schooling serving a multilingual society unjustly requires all children to possess the dominant language (for learning and tests) but fails to guarantee that children can acquire that language to an equal degree"

David Corson, in *Language, Minority Education and Gender: Linking Social Justice and Power*

Introduction

The TESL Ontario Ad Hoc Committee on Integration Issues was formed in the late Spring of '94 in response to a submission to the TESL Ontario Board of Directors. The work of the Committee was introduced to TESL members through the Summer Issue of *Contact* newsletter and during the November '94 Symposium at the annual TESL Conference. The following report is from the Symposium.

Committee members and special guests presented major issues and led the discussion groups that followed. I wish to thank, in particular, the following people for sharing their valuable time, efforts and expertise: Burns Wattie, ESL Consultant, East York Board of Education and Chair of ERGO; Nick Elson, Teacher-trainer, Faculty of Arts, York University; Jim Cummins, Head of Modern Language Centre, OISE; Patrick Allen, Professor, OISE; Flo Zanini, ESL Resource Person, Halton RCSB; Angie Ciufo, ESL Consultant, Peel SSB; and Mara Amonlins, ESL, York Region.

This Report is comprised of introductory remarks from the Symposium Chairperson and Committee Head, Mary Meyers, followed by the text of six mini-presentations on Integration issues. An analysis of the concerns and recommendations arising from each related discussion group will conclude each issue. An overview analysis of recommendations that represent common goals expressed and that move the whole cause of Integration concludes the report.

Introductory Comments

The work of the newly formed TESL Ontario Ad Hoc Committee on Integration Issues presented at the November 1994 Conference allowed

colleagues an opportunity to share their information, concerns and recommendations on this important issue. The mandate of the committee is:

- to ensure adequate support for immigrant and refugee students
- to maintain the integrity, voice and visibility of ESL education in Boards of Education, and
- to advocate and provide guidelines for Ministry policy in the current thrust towards ESL Integration.

Our position is that, although the pedagogical foundations of Integration are sound, there are many concerns and misrepresentations regarding ESL Integration, notably, the provision of leadership, advocacy, equity and teacher-training, and finally, the provision of support for students. The issues we raised at the symposium came from ESL colleagues, regular classroom teachers and minority language parents.

During the symposium, guests and members of our committee sought to address the most fundamental issues of Integration and look at province-wide, indeed, Canada-wide problems. It was not our intent to provide hands-on methodologies for implementing Integration at that time. What we wanted to do, instead, was pull together as ESL professionals to share reactions, concerns and suggestions on the current thrust towards Integration and develop recommendations that would provide guidance and direction to the Ministry of Education and Training, Boards of Education, and TESL colleagues, particularly in terms of accountability for programs, personnel and funds.

Discussion groups followed each presentation. Each group was asked to explore and respond to the issue and to conclude with a list of concerns

SYMPOSIUM

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How Integration support is accomplished in terms of WHO provides the support and WHICH model is developed will vary according to individual school needs.

and recommendations. This group setting also provided a forum to bring additional issues to our attention. Following that, a representative from each group shared their concerns and recommendations. Kamala-Jean Gopie, representing the Ministry of Education and Training, graciously responded to the issues and concerns raised throughout the morning program.

Mary Meyers
Head, TESL Ontario Ad Hoc Committee
on Integration Issues

Integration Issues

Issue 1. Clear Understanding of the Term Integration

We must be clear and vocal on a common understanding of the term, Integration. Indeed, it seems that several of the issues that have surfaced are a result of misinterpretations of the intent of Integration.

Integration is the practice of teaching students with exceptionalities within regular classrooms. However, full and speedy Integration was never intended as a panacea for all ESL students. The research available recognizes that there will continue to be ESL students with unique or special needs in language and/or literacy and that these students will continue to need special tutorials or withdrawal assistance in addition to a plan of integrated support. Therefore, a crucial part of an ESL teacher's role continues to be the identification and monitoring of needy and "at risk" students and then, providing a program appropriate to those needs.

The pedagogy of Integration recognizes the reality of the immense numbers of ESL students in our schools here, and across North America.

The rationale for Integration is based on research that recognizes the value and feasibility of collaborative, peer-assisted language acquisition, and on the fact that ESL students cannot wait to learn subject-content material until their English is comparable to native-speakers. For all of these reasons and more, a second aspect of an ESL teacher's job is to work with mainstream teachers and ESL students to facilitate effective and successful Integration and assist with modifications to existing curriculum.

The intent and rationale of Integration was never to immerse ESL students in regular class-

rooms without either support, or revision to curriculum and teaching approaches. Integration was also never intended as an alternative to having ESL teachers - Integration is not a substitute for ESL support. Indeed, considering the numbers of needy refugees, as well as regular immigrant students entering Canada, the vast numbers of integrated ESL students and the inadequacy of teacher-training in ESL methods, it is more crucial than ever before to maintain a strong ESL program that comprises advocacy, teaching, and resource support.

How Integration support is accomplished in terms of WHO provides the support and WHICH model is developed will vary according to individual school needs. For example, in a large, multi-ethnic school with vast numbers of immigrant and refugee students, it would make sense to have a "whole school" commitment to policy or approaches that facilitate Integration, and that includes a stated commitment from Superintendents, administration, all staff and the ESL teachers to improve curriculum and language instruction for a full day program for ESL students. This would be a much more realistic and viable approach than a traditional resource method in which an individual ESL teacher goes into individual classrooms for a brief time.

Schools need to develop a fully informed school-based language policy with logistical board support and Ministry guidelines. The Ministry and Boards of Education need to develop a knowledge base and expertise in the Whole School Approach to collegial planning for Integration, perhaps by tying the accountability of ESL Integration in with a school's long-term plans and funding.

I think it is obvious to all of us by now that Integration is a process that requires long-term planning and goal setting in an ambience of advocacy, teamwork, cooperation, integrity, and accountability. If educators agree with the intent of Integration, they should aim for more, not less, support for ESL students.

Analysis of Stated Group Discussion Concerns

There was a general concern about the lack of direction from the Ministry regarding Integration and its implementation within various Boards of Education. It was felt that many teachers, both ESL and regular staff, as well as administrators don't understand either the legitimacy or methodologies of Integration. Finally, it was obvious that

guidance is needed to assist educators in working and planning together for the benefit of ESL students.

Recommendations

- There is a need for a clear mandate and models of Integrated support from the Ministry to allow boards to staff and meet ESL student needs.
- We suggest that funding should be linked to ESL student population rather than to the numbers of teachers in school boards.
- Training in collaborative modes of teaching needs to be initiated.

Mary Meyers

Chair, Symposium on Integration Issues

Issue 2. Equity Issues

Based on a recent study that identified major challenges faced by educators in view of increasing linguistic and cultural diversity (Cummins, Feuerverger & Lopes, 1994), significant changes are required in the current structure of educational provision in Ontario to ensure equitable treatment of all students. Board-wide and school-based policies with respect to ESL provision tend to be fragmented, ad hoc, and uninformed by the existing research. This is particularly evident at the secondary level (Cummins et al., 1993). The orientation of most boards and individual schools appears to be that ESL students will somehow "fit in" and that only minimal restructuring of the basic system is required. ESL considerations tend to be afterthoughts or footnotes to more general board policies. The frustrations that both ESL and "mainstream" classroom teachers feel stems directly from the unwillingness of many policy-makers to view ESL-related issues as central rather than peripheral to general educational programs and policies.

The recommendations that follow focus on three areas: a) ESL provision; b) functions of international language instructors; and c) special education provision.

ESL Provision

Because ESL students are rapidly becoming the mainstream population in Ontario's urban centres and since the average length of time required for students to develop full academic skills in the language of instruction is five to

seven years, it is clear that supporting students' English acquisition can no longer be left to specialist ESL teachers. Schools must develop explicit language policies that commit all teachers (and school staff generally) to supporting students' language acquisition in the context of acquiring academic content (see Corson, 1993, and Meyers, 1993, for discussion of language policies in this area). Most ESL secondary level students will be unable to bridge the gap between themselves and their English first language peers, and graduate from high school, unless all educators in a school are knowledgeable about processes of second language acquisition and work to integrate the teaching of language and content (for example, through use of visual organizers [graphs, etc.]).

Recommendations

- Ontario schools should develop language policies that specify the roles of all teachers in supporting ESL students' acquisition of academic content. These policies should specify strategies for adapting instruction in order to integrate language and content and also specify consistent assessment (grading) policies with respect to ESL students.
- ESL student assessment results should be considered separately, in relation to length of residence in Canada, in the interpretation of any large-scale testing of student achievement initiated by the province or individual school boards. Consideration should be given to excluding from such testing ESL students who have been in Canada for less than three years since the results will be largely meaningless for such students and potentially damaging to students' self-concept.
- A major focus of in-service provision in urban school systems should be strategies for supporting ESL students' academic development in the mainstream classroom.
- Faculties of Education should prepare prospective teachers for the urban school population that exists today rather than the school population that existed 25 years ago. In other words, courses for prospective teachers in various content areas (math, science, history, etc.) should focus on how to teach these subjects to students whose command of the language of instruction may vary widely, rather than assuming that all students have adequate command of the language of instruction. Implementing this change will require a major

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Criteria for advancement within Ontario's urban school systems should explicitly include experience and demonstrated success in working in culturally- and linguistically-diverse school contexts.

reorientation and upgrading of expertise among current faculty in Faculties of Education as well as ensuring that all newly appointed faculty are committed to becoming competent in areas related to ESL in addition to their specific area of expertise.

- Criteria for advancement (e.g., to principal or administrator level) within Ontario's urban school systems should explicitly include experience and demonstrated success in working in culturally- and linguistically-diverse school contexts. Currently, issues related to cultural and linguistic diversity are seldom included in Principals' Courses nor explicitly linked to advancement within school boards; consequently, leadership in relation to these issues is absent or inconsistent in many school contexts.

Functions of International Language Instructors

The fact that international language provision takes place outside the regular five-hour school day ensures that the unique cultural and linguistic expertise that many international language instructors possess is often not available to the mainstream program. This bifurcation between international language and "mainstream" provision has unfortunate consequences in the areas of pedagogy, assessment, and parent involvement.

With respect to pedagogy, it means that there is no coordination between the promotion of literacy skills in the school language and in the international language. Reinforcement of academic skills in two languages could be undertaken much more effectively if structures were in place to encourage communication between regular and international language teachers.

With respect to assessment, standardized ability and achievement tests commonly used to identify children with learning problems or some other form of "exceptionality" (e.g., "giftedness"), tend to be culturally biased in the extreme and are, almost without exception, administered only in the school language. As discussed above, they constitute a prime example of institutionalized racism when used with culturally-diverse children. This problem of discrimination in testing could be alleviated if schools had available trained professional or paraprofessional "community language specialists" who could assist in assessing children's level of functioning in their home language. Clearly, this assessment role could overlap with the role of international language teaching.

A third function that such community language specialists might undertake is school-community liaison with respect to translation of materials to be sent home, interpretation at parent-teacher meetings, orientation of new families, etc. The presence of school staff with knowledge of particular communities and languages represent important resources to enable the entire school to fulfill its educational mandate. In some school boards, all three functions – international language teaching/tutoring, first language assessment and school-community liaison – are in place, but are carried out by different individuals, most of whom are not based in one particular school. We suggest that these functions could be carried out much more effectively if they were integrated with each other and carried out by one individual ideally located at the local school level or at least available to a family of schools.

Clearly, a specially designed graduate qualification course would be necessary to train bilingual or multilingual individuals in the specific skills required to fulfill the functions of a community language specialist. A bachelor's degree possibly from the "home" country, but not necessarily a provincial teaching certificate, would be a prerequisite.

Recommendations

- In order to bridge the gap between current practice in the areas of student assessment and parent involvement and Ontario's Antiracist and Ethnocultural Equity policies, school boards should be given the option to utilize international language instructors in more flexible ways than is presently the case. In order to fulfill their mandates in a context where ESL students are the mainstream, schools require the services of professionals who can communicate with students and parents. Functions such as international language teaching, L1 tutoring, L1 assessment, and parental liaison could be integrated such that professionals competent to fulfill these functions could be available to families of schools in most of the major languages represented in these schools. A longer term goal would be the institution of a post-graduate qualification course to train such multilingual professionals.

Special Education

There is clear evidence that the categorical labelling system, intrinsic to Ontario's special

education provision, is dysfunctional and discriminatory (see Cummins, 1984). In urban centres, a significant majority of students who will be assessed for possible special education placement are likely to come from culturally- and linguistically-diverse backgrounds. There is no way that a psychological assessment carried out in English can determine whether an ESL student has a "learning disability."

There are alternatives to the present system that are likely to achieve the goals of Special Education far more effectively and in a much less discriminatory way than is currently the case. Essentially, these involve deferring psychological assessment until after an extensive period of pre-referral intervention and curriculum-based assessment (including in some cases L1 assessment and intervention). Intervention aimed at helping children master the academic skills and content with which they are encountering difficulty could be carried out by resource teachers (e.g., ESL, international language, reading resource teachers) who would also assess children's learning needs and progress in the context of intervention. In short, Special Education dollars would go where they are needed, toward intervention to avoid the current unfortunate reality of "labelling for life" culturally-diverse students. Resources for instituting a more rational system could be found through the reduced need for psychological assessment and segregated special education placement.

Recommendation

- A major restructuring of Special Education legislation and provision should be instituted to ensure that Special Education mandates are consistent with MET antiracist and ethnocultural equity policies and do not discriminate against ESL students. This restructuring would eliminate categorical labels other than those with an obvious physical basis (e.g., visual impairment, etc.) as well as the financial incentives currently offered to school systems to identify "exceptional" students. Instead, mechanisms should be explored to provide funding to schools for intervention to prevent the development of learning difficulties. Assessment, in the context of intervention, would be oriented toward identifying appropriate pedagogical strategies rather than to labelling and placement, as is currently the case.
- In short, many of the problems and much of the frustration identified by educators faced with

increasing student diversity can be attributed to the fact that the current educational system in Ontario was established to serve the needs of a monolingual and monocultural student body that is no longer much in evidence in Ontario's urban centres. This system is neither effective nor cost-effective for the linguistically and culturally diverse student body that constitutes the mainstream population in urban schools today and for the foreseeable future. Minor tinkering with the current system will do little to resolve the problems that have been identified. A radical rethinking of mainstream educational provisions in the areas of teacher education, ESL provision, international languages provision and special education is required to ensure that the mainstream student population is well-served in Ontario's schools.

Jim Cummins
OISE

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Issue 3. Identification of ESL/ESD Students

Ministry Definition

Officially, we receive our definition of ESL students from two sources: the ESL/ESD Curriculum Guideline (1989) and the ESL Outcomes in the 1995 revision of the Common Curriculum.

There is clear evidence that the categorical labelling system, intrinsic to Ontario's special education provision, is dysfunctional and discriminatory.

The current educational system in Ontario was established to serve the needs of a monolingual and monocultural student body that is no longer much in evidence in Ontario's urban centres.

Research shows a great variance in ESL students' rates and successes at language acquisition according to those students' social, familial, linguistic and educational experiences.

At the school level, the expertise of experienced ESL teachers in schools with high ESL populations is going to become increasingly important in order to make sense of individual problems and create innovative and successful interventions.

The ESL/ESD Curriculum Guideline defines ESL/ESD students in terms of country or area of origin together with language experience other than that of our language of instruction. ESD (English Skills Development) addresses more specifically educational disruptions and differences that would be critical factors in students' academic success here in Ontario. Given these broad parameters, there is a great diversity of needs and abilities that must be accounted for when considering Integration at a school, board, or provincial level.

ESL Outcomes

Research shows a great variance in ESL students' rates and successes at language acquisition according to those students' social, familial, linguistic and educational experiences. The HOW LONG DOES IT TAKE AN ESL STUDENT TO BECOME PROFICIENT? question is often asked and it is difficult to respond to because of the factors cited above.

"At-Risk" Factors

Much of what accounts for the variance in the length of time for language acquisition and consequent academic success in our school system, depends on the severity of risk factors that mitigate against a student's successful acquisition of a new language. The greater the number of these risk factors are at play and the greater degree of their severity, the longer it is likely to take for a student's second language acquisition to occur. These At-Risk factors fall into four broad categories: first language loss, disrupted (or inadequate) education, learning exceptionality, and critical personal needs. This last category includes previous and/or ongoing trauma/abuse, refugee experience, family separation, poverty, parental unemployment and stress and attitude about the new country/language. These factors are now so pervasive that very few ESL/ESD students enter Canada without one or more of them.

Students immigrating to Canada with a good previous education, solid first language skills and experience, and an intact and highly supportive family unit that has immigrated together are in a minority. This type of ESL/ESD student usually moves quickly out of existing ESL/ESD programs and functions successfully (and for the most part, unnoticed) without further intervention. Most teachers in urban classrooms, however, are currently being challenged by ESL/ESD students with significant at risk factors.

Implications for the Ministry of Education, Local Boards and Local Schools

1. The very minimum required here by all stakeholders in education is the acknowledgement and understanding of the impact, the complexity and the seriousness of the at risk problem. Our traditional paradigms where we separate out interventions according to the individual problems do not work because of the complexity and overlay of individual problems. At the same time, attempts to quantify at-riskness for staffing generation and allocation purposes also have great perils.
2. At the school level, the expertise of experienced ESL teachers in schools with high ESL populations is going to become increasingly important in order to make sense of individual problems and create innovative and successful interventions. Statements that "Every teacher must be an ESL Teacher" while true, must also come with a rider saying that "Every teacher needs the ongoing help of an ESL EXPERT." When viewed from this perspective, the successful Integration of ESL/ESD students needs to be done with the full knowledge of the individual child and language acquisition phenomena. This requires the presence and guidance of teachers experienced in this area.
3. School boards need to account to track who needs ESL/ESD support, who is receiving it and what kind of ESL support is needed and given.
4. The models of ESL support need to be consistent with the latest research in the field. Therein lies the need for strong consultative and (ESL) teaching staff.
5. Board policies need to be generated to ensure that sufficient staff is allocated to teach ESL/ESD programs, and that principals use these staff members for these purposes.
6. Along with this, ESL/ESD needs must be identified on an ongoing basis. Long-term monitoring of student and school ESL needs is crucial to making informed decisions about a school's ESL program priorities.
7. The Ministry needs to hold school boards accountable for any money given to provide appropriate additional language instruction. A review of these procedures followed by a comprehensive policy memorandum making

boards accountable for these grants must be instituted.

Recommendations

- A policy memorandum needs to be developed around the education of immigrants and refugee children. This would include provisions for: assessment and evaluation, mandating of ESL to those students requiring it, and establishing funding provisions to ensure the integrity and maintenance of ESL programs.
- A policy memorandum for BILINGUAL STUDENTS where the language at home is NOT the language of society or of school. This policy memorandum should cover: the use of L1 for instructional and transitional purposes; and how this support is to be achieved.
- Both policy memoranda need to be prepared in the context of the Stephen Lewis Report, the OISE report, "Changing Perspectives, and Current Research into Second Language Acquisition."

Burns Wattie
East York Board

Issue 4. Leadership, Part 1

There are two sections to this issue. First, the following list represents the concerns around the provision of leadership as expressed by the committee prior to the symposium.

- School boards need to be accountable for the effectiveness of integrated programs and students. How will they show ESL students are well taken care of?
- School boards must maintain a specific designated ESL leadership role which reflects the reality of their student and family clientele. In addition, all school board personnel must be advocates for ESL. Principals and subject heads, consultants/generalists must take up more of the role of supporting and guiding teachers in preparation for addressing Integration needs in ESL. It would make sense that ESL expertise and proven advocacy background must be a requirement for any designated ESL leader.
- Both ESL and classroom teachers will need long-term leadership, support and advocacy in order to develop their understanding of and skills in Integrated programming, and to meet the specific and unique needs of refugee students, in particular.

- Evaluation of staff – There is a need to build specifics into the role descriptions of administrators, principals, consultants, generalists and teachers regarding integrated ESL provision, curriculum revision and accountability.
- There is a need for school boards to develop monitoring systems at both a research and a school level, to track the progress and programs of at-risk ESL students, in particular. New or adapted programs would be discussed in response to the data and numbers. Many school ESL programs do not recognize the importance of tracking or monitoring despite much current research on its import.

Issue 4. Leadership, Part II

Rapid changes in ESL pedagogy have been accompanied by equally marked changes in the nature of educational leadership. Traditionally, leadership in an educational context has been organised from the top down, with policy makers at the level of board and Ministry determining the nature of programs in schools. The traditional kind of study carried out by university-based researchers, often following an agenda of their own, seems to have little to do with the daily problems which teachers face in classrooms. There are clear signs that the top-down approach is no longer adequate to deal with the complex issues involved in implementing ESL programs. Instead of the traditional model, we can imagine a more effective model, based on self-motivated teams of action researchers operating at the school level. Such teams would involve collaboration between a university-based and a school-based researcher. Knowledge and expertise would be a shared achievement, arising from joint engagement in ESL-oriented tasks and focusing on real issues of direct interest to teachers and students. The model would also be flexible enough to meet individual school needs.

Many teachers and university researchers have found that they learn more about the problems and possibilities of ESL Integration by participating in school-based collaborative research projects than they could ever hope to by reading board documents or papers in academic journals. There is no doubt that collaborative action research is a complex undertaking, but faced with increasingly difficult problems, we would be well advised not to seek salvation in idealised theories that are often divorced from the real-life contexts in which teaching and learning take place.

School boards must maintain a specific designated ESL leadership role which reflects the reality of their student and family clientele.

There is a need for school boards to develop monitoring systems at both a research and a school level, to track the progress and programs of at-risk ESL students, in particular.

More research on the effectiveness of programs and models is needed.

It should be made quite explicit as to which personnel will be held accountable for the leadership, professional development and accountability of ESL provision within a board.

Analysis of Group Discussion

The group felt that there were too many gaps between policy and practices. The discussion centred around the misuse of the term "Integration" and it was felt that it was used to deny direct instruction to ESL students. It was stated that the roles of ESL professionals need to be defined to allow time to do the many administrative duties in large schools with large numbers of immigrant and refugee students. In addition, it was agreed that the crucial tasks of assessments and monitoring are not well done. The group also agreed that there is a conservative element comprised of trustees and other board officials, who are neither very sympathetic to, nor knowledgeable about, the program needs of ESL families, and that minority language parents have difficulty in advocating for their children.

Recommendations

- ESL programs and leadership roles (i.e., department heads) must be mandated.
- Training for all teachers, pre-service and in-service, must be mandated.
- ESL experience needs to be an important criteria for promotion.
- ERGO needs higher visibility.
- More research on the effectiveness of programs and models is needed.
- Publishing companies need to include ESL materials and focus.

Patrick Allen
OISE

Issue 5. Teacher Guidance, Part 1 ESL Teacher Guidance

First, have we identified which mainstream programs are effective in supporting both language and content acquisition in regular classrooms? The answer is yes. Do our ESL teachers know what these are and how to use this information? The answer, of course, varies. Knowing what works in integrated settings will provide our ESL teachers with guides on what to look for, and what to promote and work towards when they are in mainstream classrooms.

Concomitantly, how do boards facilitate the provision of professional development for their ESL staff? ESL teachers have expressed a specific need for training in leadership and collegial skills to facilitate ESL-classroom partnerships. Why is it

that some boards provide for the time and leadership in this area and others do not? What suggestions can we make to ensure that this essential professional development, guidance and support are provided for ESL teachers? Finally, it should be made quite explicit as to which personnel will be held accountable for the leadership, professional development and accountability of ESL provision within a board.

A second crucial aspect of this issue revolves around just who should be responsible or accountable for the guidance and support of classroom teachers and for integrated ESL students within any school setting. This point is especially pertinent since we have reports from both the Canadian School Trustees and the Canadian Teachers' Federation both of whom express concern for the "impossible workload" of an ESL teacher. Is it just or even feasible to expect ESL teachers to program for the language and literacy needs of newcomers as well as to provide in-class, integrated support to both ESL students and teachers?

A third problem involves identifying models of ESL service delivery appropriate to each school's situation. **We do not recognize the validity of any school model that "folds in" its allocated ESL staff, nominally calls classroom teachers ESL teachers, and then absolves itself of further responsibility for ESL programming.** Additionally, any school with a large refugee student population must be held accountable, in its model, for special needs in terms of literacy or psycho-social interventions.

ESL delivery models may include combinations of in-school reception programs, withdrawal support, a system of individual classroom resources, curriculum revision and/or the "whole school" approach which is a broad-based, collegial, team approach to a planned process of change and support. Whatever combination of service delivery that educators choose in a school, the end result must ensure adequate support to ESL students and to their teachers, as well as for ESL staff who, too often, feel they are grappling with these concerns alone and unsupported.

Analysis of Group Discussion Concerns

Although it was agreed that there is no cost to boards for promoting administrators who are knowledgeable in ESL, there was a consensus that more funds are needed for teaching resources and for in-service for ESL teachers, administrators, trustees, and Faculty of Education personnel.

Recommendations

- ESL provision should be mandated at the Ministry level.
- Boards must develop the means to facilitate work between subject teachers and ESL specialists.
- Boards must develop the means to facilitate greater collaboration and networking amongst ESL teachers, and to develop stronger liaisons between adult community classes and elementary and secondary schools.

Mary Meyers
Chair, Symposium on Integration Issues

Issue 5. Teacher Guidance, Part II Regular Classroom or Core Subject Teacher Guidance

Teachers today are expected to meet the needs of many types and levels of students within the regular classroom, as well as provide an effective program for ESL students. To be successful with this range of language and literacy skills, teachers will require support, training and continuous in-service on second language acquisition and effective teaching strategies. In-service should also focus on the assessment and evaluation of ESL students as well as on strategies for reception and adjustment of new students. Questions arising from this recognized need are: Which personnel will arrange and provide this in-service? Where will the funds come from? What sort of planning will affect such extensive and broad-based professional development?

An additional issue is "who will provide the support for the Integration of ESL students within the regular class?" Considering the needs and sheer numbers of our ESL students, it is clear that where support is concerned, we must look beyond a designated ESL teacher. Classroom teachers must also receive support in a variety of ways from administrators, consultants and generalists. Board consultants and generalists must take on greater responsibility for curriculum revision and adaptation and help teachers develop new strategies that are appropriate for multi-level, multi-lingual classrooms. Every person responsible for multiethnic children must receive intensive ESL training to do their job knowledgeably and effectively. Successful partnerships between classroom and ESL teachers though are often problematic. What recommendations can we make to help administrators facilitate this partnership?

Finally, as school boards and teachers come to grips with the Common Curriculum, what recommendations can we make to ensure that class curriculum henceforth will take into account the needs of ESL students?

Analysis of Group Concerns

It was agreed that there is a lack of recognition that ESL students are the majority in many schools and that schools are not meeting the needs of ESL students.

Recommendations

- The Ministry should mandate ESL.
- Boards must provide sensitivity training and other forms of support for a broad spectrum of educators and professionals and legitimize ESL support.
- Training of classroom teachers on ESL-related issues and on how to modify for ESL is essential, and boards should develop long-term plans for this professional development.
- All new teachers must have ESL qualifications, as is the case in California.
- All subject heads and curriculum must broaden the scope of their programs to include issues of ESL. Multicultural education does not prepare teachers to teach content through a second language.
- Modifications for different language and literacy levels of ESL students must be built into standard units of study.
- Board anti-racist/ethnocultural policies must address language issues as integral.
- All implementations to improve the provision of ESL support should be monitored.

Flo Zanini
Halton RCSB

Issue 6. TESL Education and Training in Faculties of Education

Repeatedly, these discussions on aspects of Integration bring us back to the issue of teacher preparation, which has two streams: initial teacher preparation and subsequent, ongoing professional development. It follows, therefore, that once we accept that all teachers are responsible for the development of both first and second language skills of students, we must address the issue of how teachers will be prepared to act on these responsibilities.

The influx of teachers into Part One of Additional Qualification ESL Teacher Training courses

Is it just or even feasible to expect ESL teachers to program for the language and literacy needs of newcomers as well as to provide in-class, integrated support to both ESL students and teachers?

To be successful with this range of language and literacy skills, teachers will require support, training and continuous in-service on second language acquisition and effective teaching strategies.

Clearly, there is something that can be done as part of the initial, Bachelor of Education (BEd) teacher preparation process.

Recognizing that the principal usually sets the tone for how a school responds to new initiatives, it is important that a similar version of this second language component be required for those seeking principal positions.

in the province is significant. Many of these teachers have no intention of becoming ESL specialists, but rather have been motivated by a hunger for guidance on how to respond responsibly and effectively to the presence of ESL students in their classrooms.

Clearly, there is something that can be done as part of the initial, Bachelor of Education (BEd) teacher preparation process. Given the demographics of the Greater Toronto Area in particular, and Ontario more generally, it is difficult to argue against the inclusion in BEd programs of a strong component that deals with language, second language teaching, learning, and acquisition, and that includes emphasis on cultural awareness and sensitivity, and analysis of the roles and responsibility of the teacher dealing with ESL students. This component would be a required element of every BEd program in the province.

Additional Qualifications Courses were never billed as anything other than basic preparation, the laying out of a framework for an ongoing, extended process of developing skills and understanding as an ESL teacher. The courses described here would, out of necessity, be similar in their aspirations.

Recognizing that the principal usually sets the tone for how a school responds to new initiatives, it is important that a similar version of this second language component be required for those seeking principal positions. Likewise, given the importance of the role of supervisory officers, such a component should also be part of their courses as well. These moves start to recognize the reality of changes to the community that education serves.

With all the graduates so prepared, faculties would then turn their attention to what role they have to play in the process of ongoing professional development. Such initiatives would have to be undertaken in partnership with ESL professionals at the university, elementary, and secondary levels, the school boards, and the Ministry of Education and Training. Coordination between faculties and direction from the Ministry of Education is central to this response. TESL Ontario, as a province-wide professional association, certainly has a role to play in this process.

Faculties of Education, as components of the university system, have semi-autonomous status. However, the MOET decides on the criteria for teacher certification in ESL. It is clear, therefore, that the MOET has a role to play in insisting on the quality and relevance of ESL training and education in the Faculties of Education.

TESL course guidelines are critically overdue for reconsideration. Criteria for this component should be established by a MOET-sponsored committee that would represent all stakeholders in the process of ESL teacher preparation.

In the context of this discussion on Integration, we have identified a lack of leadership, direction, and support for a process that is a profound restructuring of the way ESL has been dealt with in the past. Requiring that the Faculties of Education devise substantial core components on second language learning and teaching for inclusion in pre-service and in-service courses is at least a start in the process of pulling together a coherent response to the needs of ESL students.

Analysis of Group Discussion

There was much concern about the pressure on ESL staff due to reductions in ESL support staff in conjunction with an increase in the numbers of ESL students. Our ESL colleagues perceive that ESL is not seen as a teaching subject but rather as an add-on or an extra. This is in part a status issue related to the recognition of the credibility of ESL. The group also recognized that there is a lack of multicultural/anti-racist components in Faculty BEd programs. Concerns were expressed about the make-up of the teaching staff in Faculties of Education. There are limited faculty positions, and relatively little turn-over, so it may be unrealistic to think that the Faculties can reflect in race and ethnicity the changing make-up of the larger community.

Recommendations

- Lobby through Faculties of Education, school boards, and the appropriate organizations to have ESL recognized as a teaching subject. This is in no way incompatible with Integration and, indeed, would support initiatives in that area.
- This is part of a larger issue of the way ESL is regarded in various contexts. The group felt that credit ESL courses at universities, BAs in ESL, BAs or BEds in TESL, MA and PhD programs in TESL are initiatives that would enhance the status of ESL and have positive implications.
- Lobby for inclusion of multicultural/anti-racist components in pre-service, and as components of additional qualifications courses, principal and supervisory officer courses.

- Recognizing that Faculties of Education in themselves cannot reflect the ethnic and racial diversity of the community, we recommend that Faculties seek out qualified people representing a wide range of backgrounds and viewpoints, who can be brought in to participate in particular courses.
- There is a need for an aggressive consciousness-raising undertaking about ESL, starting with the Faculties but also aimed at school boards, teachers and the community at large.

Nick Elson
York University

Conclusion

This report has enumerated many issues of common concern regarding the implications and current practices of Integration. Above all, there is a very vivid perception that Faculties of Education, boards and educators, in addition to the general public, have not come to grips with the reality of the vast numbers of immigrant students and their needs within our classrooms and schools. The current, urban school population demands that there be a revolution in attitudes and practices which, although pedagogically sound 25 years ago, are ineffective and even detrimental to immigrant student success today. And to relegate ESL concerns to the periphery of educational change today, flies in the face of reason, since minority groups will soon make up the majority of urban taxpayers and school clientele. For these reasons, there is a pressing need for leadership and clear guidance by the Ministry about Integration and about adequate provision of ESL programs and services. As it stands now, the provision of effective programs for immigrant and refugee children is, too much, left to the vagaries of any one administrator's individual initiative, perception, awareness, understanding or empathy towards immigrant education...and that is dangerous. It is equally clear that TESL professionals want the Ministry to mandate the provision of language and literacy supports for ESL students, guidelines for programs and the roles of educators, and accountability features for responsibilities of language policies, action-plans and programs in ESL.

An analysis of recommendations, arising from all of the symposium groups, indicates many common concerns as well as common goals. From the overlap and redundancy of suggestions, come the following recommendations which serve to move the whole cause of Integration.

- A clear mandate from the Ministry is needed that will provide a policy memorandum for the education of immigrant and refugee students. This document will require and guide implementation of the following recommendations:
 - language policies that specify the roles of all teachers in supporting ESL/ESD students' acquisition of language and literacy in all schools.
 - The provision of adequate programs and support for ESL/ESD students in areas of both language and literacy. This would include models of service delivery which, in turn, would include Integration guidelines.
 - Board provision of and accountability for allocated TESL personnel.
 - Training in TESL for board administrators and trustees, and Faculty of Education instructors and future criteria for advancement which requires TESL expertise.
 - Long-term plans and provision of professional development for board staff and in-service teachers on ESL Integration and on curriculum modification.
 - Faculty of Education instructors' knowledge of how to teach the Integration of "language and content." They incorporate these skills into their disciplines, so that new teachers will be prepared for work in multilingual schools.
 - The inclusion of compulsory courses in TESL theory and practice, as well as anti-racist, multicultural education at Faculties of Education.
- The funding of programs and services for immigrant education to be based on student population and need (i.e., at riskness and/or refugee needs) rather than on the numbers of teachers available.
- An additional languages grant to be established to support immigrant education programs, as well as the training of support staff who reflect the cultures, languages and diversity within schools.

Our country's changing demographic composition calls for leaders with a vision that reflects concern for all of our people that will ensure a future unfettered by restrictions on language acquisition. It is better that those of us responsible for children use our combined intelligence and energies to blaze new trails, rather than attempt to cover tracks of complacency, bias or ignorance.

Mary Myers
Ad Hoc Committee Head

The current, urban school population demands that there be a revolution in attitudes and practices which, although pedagogically sound 25 years ago, are ineffective and even detrimental to immigrant student success today.

Myers
Mary Myers is also a TESL teacher-trainer, author and ESL teacher with the North York Board of Education.